

Wisconsin Program Enhancement Plan

Progress Report for Quarter 2

February 2005 – April 2005

Wisconsin Department of Health and Family Services

Division of Children and Family Services

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To:

Federal Administration for Children and Families

Wisconsin PEP Progress Report for Quarter 2

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Attachments:

1. PEP Implementation Team 2/24/05 agenda
2. PEP budget options paper
3. Draft of Access Standard
4. Draft of Continuous Permanency Planning guide
5. ICWA templates
6. Foster parent support needs summary
7. Draft of Adoption Readiness form
8. BMCW comprehensive review summary
9. Reports Dashboard style guide
10. PEP report design specifications
11. Recurrence of maltreatment analysis
12. Updated PEP Matrix

Introduction

This progress report describes Program Enhancement Plan (PEP) implementation activities completed during February 1, 2005 through April 30, 2005, which is the second quarter of the two-year PEP period. The report also describes planned activities that will occur during the third quarter of May 1, 2005 through July 31, 2005. Since PEP action steps have benchmark tasks occurring in successive quarters, the narrative for most items covers both the accomplishments in the most recent quarter and planned activities in the next quarter.

The PEP is administered by the Division of Children and Family Services (DCFS), the state child welfare agency within the Wisconsin Department of Health and Family Services (DHFS). The PEP is being implemented with the cooperation and participation of county and tribal child welfare agencies and other stakeholders on the PEP Implementation Team.

The progress report refers to Action Steps in the PEP, as approved by the federal Administration for Children and Families (ACF), to respond to the findings of the federal Child and Family Services Review (CFSR) of Wisconsin. The Action Steps are described in the Matrix portion of the PEP. An updated PEP Matrix reflecting changes for Quarter 2 is attached to this progress report. The complete PEP and information about the PEP process is available at:

<http://dhfs.wisconsin.gov/cwreview/PEP.htm>

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PEP Implementation Team Activities

The PEP Implementation Team was formed in August 2004 and the first meeting was held on November 29, 2004. The Implementation Team was created as a collaborative, cross-systems approach to guide planning and implementation of child welfare practice and policy in order to achieve the federal performance outcomes and enhance services to Wisconsin's children and families. The Implementation Team is comprised of over 80 individuals representing a wide array of diverse fields, including domestic abuse, schools, law enforcement, juvenile justice, state courts, health care, mental health, substance abuse, and child protective services. In addition, the Implementation Team has representation from foster and adoptive parents, tribes, and state legislators.

The PEP Implementation Team held its second meeting on February 24, 2005 (agenda is attached). The February meeting included discussion of Quarter 1 accomplishments, communication process for PEP issues, development of PEP data reports, the scope of cases for the county review process, and PEP committee reports. The Implementation Team was also briefed on the Foster Care and Adoption Resource Center, progress on development of child welfare staff pre-service training requirements, and the PEP Bulletin Board that will be used by DCFS to obtain input on PEP-related policies and procedures. The next Implementation Team meeting will take place on June 16, 2005. The Implementation Team meetings are held quarterly and broadcast on the Internet to allow remote participation. Information about the Implementation Team is available at:

<http://dhfs.wisconsin.gov/cwreview/PEP-Team/pepTeam.htm>

The PEP Implementation Team utilizes the following PEP committees to help shape the policies, procedures, and practices needed to complete the 20 Action Steps identified in the Wisconsin PEP. The PEP Executive Committee had its initial meeting on February 2, 2005 and will meet quarterly to set agendas for full Implementation Team meetings. The other PEP committees held their first meetings in January or February 2005 and will meet monthly in CY 2005. The PEP committees have the following responsibilities:

- **PEP Executive Committee**
The Executive Committee of the full PEP Implementation Team will meet between the PEP Implementation Team meetings to assist DCFS in creating long-term goals and strategies for the PEP Implementation Team, including the development of the agendas for the quarterly meetings.
- **Child Welfare Case Process**
The Child Welfare Case Process Committee will clarify and develop policies and guidelines for standards of practice related to Access/Intake, Initial Assessment, and Ongoing Services. In addition, this Committee will address issues related to domestic violence and other child welfare associated programs and service systems.
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Out-of-Home Care

The Out-of-Home Care Committee will enhance policies, practices, and procedures related to Out-of-Home Placement, Title IV-E, Permanency Planning, Independent Living, Kinship Care, and the Interstate Compact on the Placement of Children (ICPC).

- **Adoption Services**

The Adoption Services Committee will develop and update policies, practices, and procedures related to Concurrent Permanency Planning, Termination of Parental Rights (TPR), Adoption, Adoption Search, and Adoption Assistance payments.

- **Continuous Quality Improvement**

The Continuous Quality Improvement (CQI) Committee will design and implement a county review process including a CFSR-style case review model and identify the management and program information needs of counties and tribes for child welfare data reports.

In addition, for PEP Action Steps and other policy issues that involve tribal child welfare or child welfare staff and provider training, the existing Indian Child Welfare Group and State Training Council will be consulted by the PEP Implementation Team for expertise and guidance.

To facilitate the process for public input on policies and procedures related to PEP action steps, DCFS created a web-based PEP Bulletin Board to allow materials developed by PEP committees to be available for public comment. The availability of the Bulletin Board has been publicized to counties, tribes and other key stakeholders. The Bulletin Board can be accessed at:

<http://dhfs.wisconsin.gov/cwreview/bulletinBrd.htm>

PEP Budget Issues

Implementation of several PEP items, including the CQI county review process, the Foster Care and Adoption Resource Center, policy development and technical assistance activities, and expansion of the child welfare training system, are contingent on continued state funding in the 2005–2007 biennial budget period. The activities were initially funded in state fiscal year (SFY) 2005 ending June 30, 2005 using funds reallocated within the DCFS operating budget. The Governor’s 2005-2007 budget bill, 2005 AB 100, was introduced on February 9, 2005 and included continued funding for these PEP items at the SFY 2005 level. Continuation of funding for the PEP items was approved by the Legislature’s Joint Committee on Finance on May 18, 2005 (legislative budget paper is attached). Final approval of the 2005-2007 biennial budget by the Legislature is expected by July 1, 2005.

Quarter 2 Accomplishments

The following is a summary of the activities completed during Quarter 2 of the PEP period through the period of February 1, 2005 to April 30, 2005. References to PEP Action Steps in parentheses are to the specific Action Steps in the PEP Matrix.

1. Scope of CPS Intervention (A.1)

The PEP Child Welfare Case Process Committee has developed a broad statement of the scope of Child Protective Services (CPS) in the development of the proposed "Child Protective Services Access Standard for Receipt and Analysis of Report Information." The definition found in the proposed Access Standard is:

"The Child Protective Services (CPS) system serves families when the behavior of a caregiver results in or is likely to result in severe harm to a child, when a child is unsafe, and when the caregiver is unwilling or unable to provide adequate protection without outside intervention (s. 48.981(1)(am) 1-4, Stats.) Wisconsin statutes also mandate that CPS agencies respond to allegations of child abuse or neglect by a secondary caregiver (s.48.981(1)(am)5-8, Stats.) or a non-caregiver. In response to these reports of maltreatment by individuals outside of the family, CPS must coordinate its agency response with the appropriate licensing or law enforcement agency."

For PEP performance measurement purposes, ongoing CPS cases are defined as those cases where one or more children has been determined to be unsafe as documented in eWiSACWIS and services are being managed by the child welfare agency or children are subject to a Child in Need of Protection or Services (CHIPS) court order, also as documented in eWiSACWIS. In addition, the scope of performance measurement includes cases of all children in a Title IV-E related out-of-home placement, which includes CPS, juvenile justice and voluntary placements.

2. Foster Care and Adoption Resource Center (K.3)

The Foster Care and Adoption Resource Center is operated by Adoption Resources of Wisconsin in partnership with PATH Wisconsin, Inc. and St. Aemelian-Lakeside. Since January 2005, the Resource Center has been actively conducting outreach, answering the statewide 800 inquiry telephone line, establishing a web site, hiring staff, meeting with stakeholders, and gathering information. Resource Center staff have traveled to regional and statewide foster care coordinator meetings, worked with the Foster Parent Advisory Group, and presented at the Wisconsin County Human Services Association (WHCSA) meeting. During Quarter 2, the Resource Center partner agencies began planning a grand opening event scheduled for May 21.

The Resource Center has an Advisory Council with a wide variety of stakeholders from foster care and adoption systems including foster and adoptive parents, tribes, county directors, foster care coordinators, DCFS staff, Training Partnership staff, Area Administration representation, Bureau of Milwaukee Child Welfare representatives, and Post-Adoption Resource Center agencies. The first Advisory Council meeting was held on April 29, 2005.

3. Training on ASFA and Permanency Planning (O.2)

Training on the Adoption and Safe Families Act (ASFA) and permanency planning is included in ongoing training available to child welfare agencies. Much of the ASFA content has been incorporated into state law and the training curriculum for county staff presented by the Child Welfare Training Partnerships, including core courses provided to all child welfare caseworkers. Additional training will be provided as part of the activities of the National Resource Center on Legal and Judicial Issues described in the section on Permanency Planning Procedures. This effort is being coordinated with the Director of State Courts Office.

Quarter 2 Accomplishments / Quarter 3 Activities

1. Access Standard (A.1)

A workgroup consisting of county and tribal representatives, as well as other key stakeholders, was formed in Fall of 2004 to examine issues related to CPS access. The workgroup developed a draft policy to provide more clarity and direction for CPS staff around screening of reports, response time decisions, and multiple reports of the same incident. The attached draft Access Standard also includes screening and response criteria for reports that do not involve CPS issues, but service needs must be considered according to state statutes.

The draft Access Standard was sent out to county and tribal directors and CPS supervisors, as well as other key stakeholders, for review and comment in March 2005. In addition, sessions were held at the DCFS Public Child Welfare Conference in April 2005 to obtain feedback on the clarity, consistency, support of good practice and any recommendations for revision or additions. Two regional meetings were held in April 2005 and future meetings are scheduled in Quarter 3 to give CPS supervisors and line staff a forum to review and comment on the draft standard. The draft standard was placed on the PEP Bulletin Board for statewide review in May 2005. The comments from the statewide review will be assessed and revisions made on the draft standard draft during Quarter 3. The final Access Standard will be issued in Quarter 4.

A change in the eWiSACWIS design in the December 20, 2004 maintenance release made it possible for information to be transferred between the Protective Services report and the Services Intake report prior to approval of the intake. Additional eWiSACWIS design enhancements will be considered in Quarter 3 as the Access Standard is finalized.

2. Targeted Case Reviews (C.1 and C.2)

The team of CQI staff began a targeted case review of 200 cases selected from the counties of Dane, Rock, Sheboygan and Winnebago. The project will identify the underlying factors contributing towards re-entry into out-of-home care and placement stability. Information is being collected from eWiSACWIS and contacts with the counties. The targeted case review information will be analyzed by a workgroup to identify strategies to reduce re-entry and increase the stability of placements. The CQI team will complete the case review during Quarter 3, most likely mid-July 2005.

3. Concurrent Permanency Planning (D.1)

The Adoption Services Committee met three times during Quarter 2 to work on the concurrent permanency planning process and develop a guide for continuous permanency planning. The attached guide has two parts: 1) an introductory page outlining the purpose of the Continuous Permanency Consultation timeline, and 2) a timeline that includes timeframes for permanency activities. State permanency consultants will work with counties to achieve the timeframes. The guide document is currently in draft form and was posted in May 2005 to the PEP bulletin board for public comment.

During Quarter 3, the committee will work on developing a DCFS numbered memo to provide guidance on use of concurrent permanency planning, including establishing policy expectations for when concurrent permanency goals should be established. The final version of the guide for continuous permanency planning will be issued in Q.3 as an attachment to the DCFS numbered memo.

Under state and federal law, establishing concurrent permanency goals is optional. DCFS will propose a policy pending a requirement in the proposed permanency planning administrative rule (Ch. HFS 44) that a concurrent permanency goal be prepared for consideration at the first permanency plan review conducted within 6 months of the child's removal from home. The policy will most likely include an exception for good cause that would have to be documented in the permanency plan.

4. **Permanency Planning Procedures (D.2 and D.4)**

Administrative Rule. The DCFS, in conjunction with the Director of State Courts Office, is completing the draft of a proposed administrative rule (Ch. HFS 44) on reasonable efforts and permanency planning. The process for issuing the administrative rule is described in PEP Action Step N.1 and will begin in Quarter 3. While the rule process is underway, DCFS will develop a numbered memo that will address all of the components of permanency planning required by state and federal law and selected additional policies and procedures that will be incorporated into the administrative rule.

Permanency Plan Review Report. The DCFS completed design sessions for the statewide permanency plan review report template that will be included in the June 2005 eWiSACWIS maintenance release. This template will assure that all reviews conducted by administrative review panels include all of the appropriate determinations and recommendations to the court required by state and federal law. DCFS is developing a numbered memo that will be issued in June 2005 that will explain the purpose of the new template. DCFS is also developing instructions for local agency use of the eWiSACWIS template.

Training on Reasonable Efforts and Permanency Planning. The DCFS has secured approval for 10 days of consultation and is currently working with the National Resource Center on Legal and Judicial Issues in reviewing drafts of the proposed administrative rule to assist in developing training curricula on permanency planning related issues for judges, district attorneys, corporation counsels, and child welfare agency staff. In addition, the Child Welfare Training Partnerships will conduct train the trainer sessions on the curricula for state, tribal, and county staff in order to allow those staff to, in turn, train other state and county staff.

5. **Informational Materials for Permanency Plan Reviewers (D.3)**

The Permanency Planning workgroup of the PEP Out-of-Home Care (OHC) Committee is in the process of gathering information from other states to use as guidelines for the development of informational materials for permanency plan reviewers in Wisconsin. The workgroup determined that it would be helpful to survey all counties regarding their use of administrative review panels, whether they provide training, and related topics. The survey will be finalized at the OHC Committee meeting on May 26, 2005 and distributed to counties in June 2005.

The Committee has also recommended the development of a permanency plan reviewer handbook. Most of the content of the handbook will be developed by DHFS staff in consultation with the Out-of-Home Care Committee since a majority of the material will be uniform for all panels in the state. Each county will be able to “localize” the handbook to reflect local policies or procedures in their county.

6. ICWA Notification (F.2)

Four eWiSACWIS templates for Indian Child Welfare Act (ICWA) purposes were developed in conjunction with the tribal child welfare group and were made available for statewide use in the December 2004 eWiSACWIS release. The templates will be used by child welfare agencies to assure that Indian children are identified upon entry into the child welfare system and that Tribes receive appropriate notification regarding placement of Indian children into out-of-home care, termination of parental rights, and adoption of Indian children. A DCFS policy memo providing direction for use of the templates was drafted and shared for county and tribal review, and based on the initial feedback, a revised draft was completed in Quarter 2 and sent for formal review by the Wisconsin County Human Services Association (WCHSA). Comments from WCHSA are currently being incorporated, and the final policy memo will be issued by DCFS in Quarter 3.

Three of the templates, *Screening for Child's Status as Indian*, *Child's Biological Family History*, and *Request for Confirmation of Child's Indian Status*, are designed to support early and accurate identification of Indian children. The fourth template, *Notice of Involuntary Child Custody Proceeding Involving an Indian Child*, which includes the *Notification of Rights Under the Indian Child Welfare Act*, was developed to assure compliance with ICWA notification requirements. Copies of the four templates are attached.

7. Tribal Child Welfare (G1 and G.2)

Indian Child Welfare Consultant. The DCFS has reopened the process to hire an Indian Child Welfare Consultant position to work with tribes and counties regarding issues related to the Indian Child Welfare Act (ICWA), other state and federal laws, and tribal involvement in all child welfare-related policies and programs. A primary responsibility of this position will be to work with tribal, county, and state staff in implementing the seven tribal priorities included as an appendix to the PEP and the Wisconsin Child and Family Services Plan.

Tribal Consultation Policy. The Department of Health and Family Services (DHFS) adopted a policy effective March 10, 2005 related to consultation with tribes. DCFS and other DHFS staff met with tribal staff in Quarter 2 on human services and health issues and will continue to meet in Quarter 3. The discussions will result in an implementation plan for the DHFS tribal consultation policy. The first priority will be the development of a curriculum to be used in training DHFS staff on issues related to Indian culture, sovereignty, relationships with the state and counties, and related topics.

8. Policy on Sharing Information with Relatives and Potential Caregivers (H.2)

An opinion was obtained from the DHFS Office of Legal Counsel (OLC) on the extent that information about children can be shared with relatives and potential caregivers to assist in placement decisions. The OLC opinion is that as a general rule, if the placement is not with a licensed foster family, or the agency is not a legal custodian of the child, the agency must rely on obtaining proper consent from the child's parent or legal custodian, an appropriate court order, or other legal authority under the law to provide confidential information about a child to relatives and other potential caregivers. Legal counsel also advised that if information is obtained directly from a parent about a child that is not otherwise protected as confidential by law, the information can be shared with relatives for placement purposes. However, if the information is obtained from records or other sources protected as confidential then consent or a court order must be obtained.

A draft DCFS policy memo regarding current standards for release of information to relatives is currently in the review process. A group of state and county staff identified statutory changes to allow complete information to be shared with relatives for placement decisions. The group recommendation is that relatives be provided with the same information provided to licensed foster families when a child may be placed with the family. This would require a statutory change to ss. 48.371 and 895.485(4) Stats. and change to administrative rule HFS 37. The recommended changes will be included in the DCFS legislative proposal for consideration in the 2005-2006 legislative session.

9. Support Needs of Foster Parents (K.1)

DCFS staff and other stakeholders solicited comments and feedback at meetings across the state to capture additional information about foster parent support needs to supplement existing information. Comments were gathered from public and private agency foster care coordinators during March and April 2005 as well as foster and adoptive parents at the biannual Wisconsin Foster and Adoptive Parent Association conference in April 2005.

The results were compiled by the Services to Foster Families workgroup of the PEP Out-of-Home Care Committee into a summary document that outlines services, support, communication, and training needs as well as areas that foster parents reported as strengths in their county or agency. The attached document will be used to inform recommendations to address those identified needs on a state policy level, through the Foster Care and Adoption Resource Center, and at the local level.

The Child Welfare Training Council has formed a committee on foster parent training. This committee will develop recommendations for addressing foster parent training needs and establishing foster parent training policies to be endorsed by the Training Council. The Foster Parent Training Committee will hold its first meeting on May 23, 2005. The work of this committee will be related to PEP Action Step K.4

10. Managed Care in Milwaukee (L.1)

To improve Wisconsin's capacity to provide quality out-of-home care to children, the Division of Health Care Financing (DHCF) issued an RFP in October 2004 to pilot a program in Milwaukee County for the provision of Medicaid-covered services to children in foster care, court-ordered Kinship care, and subsidized adoptions using a managed care organization (MCO). The managed care system will serve as a collaborative way to increase access to and improve the quality and coordination of health care services for children in out-of-home care. The MCO staff will include Health Care Managers to work collaboratively with Bureau of Milwaukee Child Welfare (BMCW) Ongoing case managers to develop a comprehensive assessment of physical, mental health, and/or substance abuse service needs.

Two bids were received for the managed care program and the DHCF has been working with the organizations to improve their proposals so a vendor selection can be made. At the current time, the RFP evaluation committee is scheduled to meet in June to make a vendor recommendation to the DHCF. The timing for beginning program operations will depend on contract negotiations with the winning vendor.

11. Availability of Adoptive Resource (O.1)

The Adoption Services Committee developed a form to assess the readiness of children for adoption to facilitate the permanency planning process. This attached form will be used with the Continuous Permanency Planning timeline (see Step D.1) as part of the Permanency Consultation process. The draft form is currently posted to the PEP bulletin board for public comment. The final form will be issued in Quarter 3 using a DCFS information memo.

DCFS has reviewed state statutes and administrative rules and determined that neither statute nor rule prohibit termination of parental rights in the absence of an identified adoptive resource. This has been communicated to counties at the regional level by state permanency consultants. The clarification will be included in the informational memo for the adoption readiness form.

12. DCFS Memo on IV-E for Legal Services (O.5)

The 2001 Wisconsin Act 109 placed an increased focus on more timely permanence for children. One of the areas needing enhancement to expedite permanency for children was legal services for child welfare cases. To this end, DCFS issued a Numbered Memo in 2002 authorizing the pass-through of Title IV-E administrative funds to county child welfare agencies to support the expansion of legal services relating to achieving permanence for children. The program includes requirements to county child welfare agencies to establish performance expectations for their agency attorneys so petitions for child welfare cases are filed promptly with the court. Currently 22 counties have contracts with DCFS for IV-E reimbursement of legal services.

To stimulate additional counties to participate in the program, DCFS staff has been actively promoting the program in discussions with county directors. The memo has been revised and is currently going through the DCFS review process. It is anticipated that the memo will be issued in June 2005 upon completion of the review process. At regional meetings, DCFS continues to remind counties about the opportunity to participate in the IV-E reimbursement program.

13. Statewide Quality Improvement Program (Q. 3 and Q.5)

The PEP Continuous Quality Improvement (CQI) Committee was formed in January 2005 to provide oversight and guidance in Wisconsin's development of a Quality Assurance System for its county-operated child welfare programs. The committee first met on February 3, 2005, and invited Peter Watson, Director of the National Resource Center for Organizational Improvement, to share what other states were doing in Quality Assurance. Peter Watson provided an overview of the latest application of CQI to child welfare programs and the federal Children and Family Services Review (CFSR) protocol.

Paul Vincent, Director of the Alabama-based Child Welfare Policy and Practice Group made a presentation on the Quality Services Review (QSR) protocol to the CQI Committee at the March 2, 2005 meeting. The CQI Committee formed sub-committees that delineated the framework of a CQI system, including a means for the CQI Committee to objectively decide which case review protocol would best suite Wisconsin's goal to enhance case practice, i.e. the CFSR or QSR.

It was determined that both models would be field tested in select counties, by the same reviewers, who will provide the CQI committee with feedback and a recommended preference. The CFSR was field tested in Dodge County during the week of May 9, 2005 and the QSR will be field tested in La Crosse County during the week of June 20, 2005. At its June 28, 2005 meeting, the CQI Committee will determine which protocol or combination of protocols Wisconsin will utilize for county case reviews.

The Dodge County review is one of three county reviews using the CFSR protocol on a limited basis to collect additional information for PEP performance baseline measures. The limited reviews utilize a peer reviewer approach to case reviews with interviews of case participants and completion of the CFSR case review instrument. The limited reviews do not include local stakeholder interviews. A training for case reviewers on the CFSR instrument was conducted by Peter Watson on April 28, 2005. Limited reviews will be conducted in July in Dane and Jackson counties.

The protocol selected by the CQI Committee will undergo a technical review in July and August 2005 and the review instruments will be adapted to meet Wisconsin's needs. In September 2005, the Wisconsin protocol will be piloted in Pierce and Washington counties and the protocol will be further refined in October 2005. The formal rollout of the Wisconsin review protocol will occur in November 2005. Sixteen counties will be reviewed during the last four quarters of Wisconsin's PEP from November 2005 through October 2006.

The CQI Specialists, hired in February 2005, came from diversified areas of experience in the field of child welfare. To ensure the CQI team was competent in the critical aspects of Wisconsin's child welfare system, the CQI Specialists have or will complete the following trainings:

- The child welfare Core curriculum through the Training Partnerships
- Chapter 48, the Children's Code
- CPS Investigation Standards
- The Ongoing Service Standards and Practice Guidelines
- Managing Sufficient Safety
- e-WiSACWIS
- The federal CFSR case review instrument
- The QSR case review instrument

14. BMCW Comprehensive Review for CY 2004 (Q.4)

The BMCW completed its Comprehensive Review for CY 2004 in January 2005 and summarized the review results in the attached Executive Summary dated March 8, 2005. This review is required as part of the BMCW commitments in the lawsuit settlement agreement. The BMCW is currently developing a corrective action plan with key stakeholders based on the results of the review.

Key strengths identified across program areas included:

- More frequent use of coordinated service team meetings.
- Supervision appears to be occurring regularly in all programs.
- Placement decision-making appears to be appropriate.

Common concerns noted across program areas were as follows:

- Successful engagement of families continues to be an area needing improvement.
- Collaboration between BMCW programs needs to be strengthened.
- The role of supervisory consultation in decision making is not being documented.
- Partner agencies need to improve the skill level of their staff in specific areas, such as engaging families, utilizing community resources, and working with families that have domestic violence, AODA, and mental health issues.

Methods by which the DCFS will integrate the results of the BMCW Comprehensive Review and statewide CQI review processes include:

- Continued participation by BMCW in the statewide CQI Committee, and;
- Sharing results of the review with key stakeholders, both state and local, to further analyze common areas of strength and/or concern.

The BMCW is currently seeking input from DCFS staff, partner agencies and key stakeholders to prepare for the CY 2005 Comprehensive Review. Feedback received will guide any future revisions to the review tool and process. Such revisions are subject to negotiation with Children's Rights and will be directed at integrating the BMCW review methodology with the statewide review process currently under development.

15. Defining Staff Training Requirements (R.1)

The Ad-Hoc Committee on Pre-Service and Training Requirements met twice in Quarter 2. In February 2005, the committee continued work on identifying the list of pre-service knowledge areas for child welfare workers in the job functions of Access, Initial Assessment and Ongoing Child Welfare Services. Following that meeting, a smaller group of supervisors, human service directors and training system staff met to take the list of knowledge areas and categorize them into pre-service training modules. This list of modules was presented to all levels of child welfare workers and managers at regional supervisors meetings, directors meetings and a statewide child welfare supervisors meeting. In April 2005, the Ad-Hoc Committee met again to begin developing recommendations for pre-service and in-service training requirements for workers and supervisors.

The Ad-Hoc Committee recommendations are currently being presented around the state for local agency feedback before making final recommendations on child welfare training requirements to the State Child Welfare Training Council. The Training Council will have a preliminary discussion on the recommendations in May 2005 and approve the recommendations in July 2005.

16. eWiSACWIS Training (R.3)

The Ad Hoc Committee on Pre-Service and Training Requirements has included eWiSACWIS in the development of pre-service training modules. Additionally, foundation and in-service trainings that are being developed or revised as a result of the PEP will include collaborative efforts between the training system and the eWiSACWIS project to integrate eWiSACWIS into the training content.

17. Training System Capacity Building (R.4)

As part of the PEP budget package, DCFS funds are being used to expand the capacity of the child welfare training system. A statewide curriculum coordinator was hired in March 2005 through Adoption Resources of Wisconsin to support the development of new trainings and help move projects effectively through the development and revision process.

Additionally, DCFS selected the Division of Information Technology (DOIT) at the University of Wisconsin-Madison to provide services in the development and integration of the use of technology and distance learning for child welfare training projects, including pre-service training for child welfare workers. The DOIT contract will be completed in Quarter 3.

18. BPP Policy Staff Development (S.1)

Throughout Quarter 2, new Bureau of Programs and Policies (BPP) policy staff and CQI specialists participated in orientation conducted by BPP and other DCFS staff regarding statewide child welfare policies and procedures. New staff also attended or will attend competency-based training through the Wisconsin Training Partnerships in the following areas:

- Legal Aspects of Child Welfare
- Family Focused Child Welfare
- Family Centered Case Assessment and Planning
- Effects of Abuse and Neglect
- Separation, Placement, and Reunification
- Managing Sufficient Safety in CPS

Quarter 3 Activities

1. Safety Planning (B.1)

The DCFS will begin work with the PEP Child Welfare Case Process Committee on development of CPS Safety Standards. The Safety Standards will focus on safety assessment and planning during both CPS initial assessment and ongoing services. The committee agreed that BPP staff should take the lead on the development of the Safety Standards and present them to the committee as a whole for feedback and comment. The Safety Standards will be developed as a separate policy in Quarter 3 and be issued through a DCFS numbered memo in Quarter 4.

The Safety Standards will ultimately be included in comprehensive revisions of the CPS Initial Investigation and CPS Ongoing Service Standards. Other policies developed for the PEP will also be integrated into these policy standards.

2. Sibling Placement (E.1 and E.2)

A draft DCFS policy is currently being developed to establish guidance for the placement of siblings together in out-of-home care or adoptive homes and requiring documentation of efforts and reasons for not placing siblings together when placement as a group is not possible. The draft policy identifies three reasons to not place siblings together: safety risks, child well-being, and family capacity. As the policy is developed, the PEP Out-of-Home Care (OHC) Committee will consider implementation issues, including training and technical assistance.

The Birth Family Involvement workgroup of the OHC Committee has identified an option for placing sibling information in eWiSACWIS and identified the goals of being able to link siblings by their birth father, and ensuring that any child who enters out-of-home care who has a sibling already in out of home care will be identified immediately. Discussions will be initiated with the eWiSACWIS project to determine the feasibility of system changes.

The OHC Committee has also been discussing possible options for supporting foster families in taking sibling groups through additional reimbursement or rate incentive. During the April meeting, the Services to Foster Families workgroup developed a proposal to be presented to the full committee at the May meeting. The premise of the rate incentive would be to provide additional reimbursement per child of a sibling group immediately at placement. This proposal and amount of reimbursement will be determined at subsequent meetings. The proposal will be analyzed by DCFS to determine if the incentive is allowed under federal and state law governing the uniform foster care rate policy.

3. Family Interaction Policy (F.1)

The PEP Child Welfare Case Process Committee is developing a policy on family interaction that promotes interaction with mothers, fathers, and siblings. To accomplish this, the Ongoing Services workgroup has met monthly since March 2005 to review and revise drafts of the policy. In addition to workgroup meetings, feedback has also been received from counties, tribes, and other stakeholders via email. In May, the Child Welfare Case Process Committee reviewed the policy draft and the policy has been posted to the PEP Bulletin Board for public comment.

The Child Welfare Case Process Committee will continue to review and revise this throughout Quarter 3. The policy will be issued through a DCFS numbered memo, by the end of Quarter 3, with the policy effective in Quarter 4. Ultimately, this policy will be incorporated into the revisions of the CPS Ongoing Services Standards as described in PEP Action Step N.2.

4. Ongoing Service Standards (N.2)

The Ongoing Services workgroup of the Child Welfare Case Process Committee will take the lead in identifying and making necessary revisions to the Ongoing Services Standards. BPP staff have agreed to review the PEP and the 5 year plan to compile information for the workgroup regarding those items that will be incorporated into the revisions of the Ongoing Service Standards. This information will then be presented to the workgroup for discussion and feedback. Workgroup members have also agreed to review the Ongoing Service Standards to identify other areas that need to be developed, enhanced, or revised.

PEP Data

The data required for the PEP includes information on state performance relative to national standards relating to safety and permanency as well as progress on the CFSR case review outcome items for which Wisconsin established improvement targets.

The PEP data will come from several sources, including eWISACWIS reports specifically designed for PEP performance measurement, eWISACWIS data submitted for federal AFCARS and NCANDS purposes, results from the state CQI case reviews, and other data collection methods.

Status of AFCARS and NCANDS Reporting

For most of the period of Federal Fiscal Years (FFYs) 2000 – 2004, DCFS submitted a “blended” AFCARS foster care file consisting of data from eWiSACWIS and the legacy HSRS Substitute Care Module depending on what system counties used to report placements. Conversion to eWiSACWIS was completed in July 2004 and the FFY 2004B file submitted in November 2004 was the first AFCARS file to use 100% eWiSACWIS information. The FFY 2004B file was also the first file to use encrypted case numbers for AFCARS reporting purposes, which will facilitate federal matching of semi-annual AFCARS files to create an annual file. Enhancements were made to eWiSACWIS in December 2004 to improve AFCARS reporting for children who are adopted. The December 2004 release also included creation of a placement correction screen to allow for corrections of historical placement information. The placement correction screen is currently being used on a limited basis with selected counties.

DCFS submitted the FFY 2004 NCANDS information in March 2005 using the Summary Data Component (SDC) format. The FFY 2004 information includes a mix of data from eWiSACWIS and the legacy CFS-40 form process. During CY 2004, DCFS developed the programming to create NCANDS Child and Agency Files and will submit those files beginning with FFY 2005, with the first Child File being submitted in March 2006. ACF will be able to use the FFY 2005 Child File to compute state performance on safety national standards. Until the FFY 2005 file is available, state performance will be estimated based on state data. During CY 2005 DCFS will continue to work with the federal NCANDS contractor (Walter R. McDonald and Associates) to test the NCANDS Child and Agency Files.

State Performance on National Standards

Included with the Quarter 2 progress report is updated information on state performance on the six national safety and permanency performance standards. The update is based on the FFY 2004 permanency data profile sent to DCFS based on FFY 2004 AFCARS files and state CY 2004 data on the safety standards from eWiSACWIS. The following chart shows the updated state performance information.

Wisconsin Achievement of National Performance Standards

Performance Standards	National Standard (Percent)	WI Data 2001 (Percent)	WI Data 2002 (Percent)	WI Data 2003 (Percent)	WI Data 2004 (Percent)	Minimum Improvement Target (Percent)
Safety Outcome 1 – Recurrence of Maltreatment Of all children who were victims of a substantiated maltreatment report in the first 6 months of the year, what percent were victims of another substantiated report within a 6-month period?	6.1 or less	6.99	6.04	7.13	5.25	6.23
Safety Outcome 1 – Maltreatment While in Care Of all children in out-of-home care in the first 9 months of the year, what percent experienced maltreatment by foster parents or facility staff members?	0.57 or less	0.61	0.26	0.30	0.57	Standard Met
Permanency Outcome 1 – Re-entry to Care Of all children who entered out-of-home care in the year, what percent were re-entering care within 12 months of a prior out-of-home care episode?	8.6 or less	25.5	22.2	21.5	18.9	20.15
Permanency Outcome 1 – Timely Reunification Of all children reunified from out-of-home care in the year, what percent were reunified within 12 months of entry into out-of-home care?	76.2 or more	71.0	66.5	65.2	70.1	67.62
Permanency Outcome 1 – Timely Adoption Of all children adopted from out-of-home care in the year, what percent were adopted within 24 months of their entry into out-of-home care?	32.0 or more	21.2	17.5	17.8	21.7	20.7
Permanency Outcome 1 – Placement Stability Of all children in out-of-home care during the year for less than 12 months, what percent experienced no more than 2 placement settings?	86.7 or more	93.8	92.3	92.6	90.5	Standard Met

Data Sources:

- Safety Outcomes- 2001-2003 figures are based on estimates derived from alternate methodology approved by the federal Children's Bureau; the 2004 figures are derived solely from WiSACWIS Maltreatment Recurrence and Maltreatment in Out of Home Care Outcome reports.
- Permanency Outcomes- 2001-2004 are based on data profile figures generated by the federal Children's Bureau using the state's FFY AFCARS submissions.

Safety Outcome - Recurrence of Maltreatment

Based on the eWiSACWIS Federal Outcome Report for CY 2004, the estimated state performance for the Recurrence of Maltreatment Standard is a 5.25% recurrence rate. This represents a decrease from the estimated 7.13% rate for CY 2003. The methodology used for the CY 2001 – CY 2003 estimates was based on a sample of cases with an initial finding of maltreatment and recurrence was measured both for the previous 6 months and subsequent six months without respect to the end of the calendar/reporting year. The CY 2004 calculation is done using the eWiSACWIS report code approved by ACF which measures subsequent recurrence only and truncates the measure at the end of the reporting year. The CY 2004 estimate does not reflect the full extent of recurrence as some counties implemented eWiSACWIS during CY 2004 and some CY 2004 case findings were not completed in the system at the time the data was generated. The eWiSACWIS data captures 85% - 90% of the total maltreatment findings for CY 2004.

Overall, the CY 2004 estimate is probably lower than the actual state performance, but suggests Wisconsin is likely to meet the PEP improvement target of 6.23%. The DCFS is continuing to analyze the CY 2004 data to better understand the reasons for the change in performance versus the previous methodology.

In addition, during Quarter 2 DCFS completed an in-depth analysis of the results of the preliminary CY 2004 Maltreatment Recurrence data and the results of the CY 2002 and 2003 Maltreatment Recurrence surveys. This analysis is attached to the Quarter 2 progress report and will be used with DCFS policy staff and local agencies to identify ways to reduce the recurrence of maltreatment.

Safety Outcome - Maltreatment in Out-of-Home Care

Based on the eWiSACWIS Federal Outcome Report for CY 2004, the state continues to meet the national performance standard for Maltreatment in Out-of-Home Care. The CY 2004 rate is 0.57% of children in out-of-home care. The CY 2004 performance is an increase over the CY 2003 rate of 0.30% and reflects the year-to-year fluctuations that occur with this measure. Unlike the other national standards which are based on large numbers of cases, this measure is based on a very small number of cases and thus is highly sensitive to fluctuations in the number of maltreatment reports involving foster parents and facility staff.

The higher rate for CY 2004 is due primarily to increased number of maltreatment in out-of-home care in Milwaukee County where a foster parent is identified as the substantiated maltreater. During CY 2004, the BMCW saw an increase in maltreatment reports involving foster parents which may be related to two highly-publicized incidents of child abuse. The level of community awareness was raised by these incidents, possibly leading to higher numbers of reports alleging foster parent maltreatment. A similar spike in the performance on this measure occurred in CY 2001 when there was a change in the agency responsible for foster parent licensing in Milwaukee County.

Permanency Outcomes – Re-entry, Reunification, Adoption, and Placement Stability

The performance for these four permanency measures is based on the recent permanency profile for Wisconsin generated by ACF from FFY 2004 AFCARS data. The permanency profile was generated using the FFY 2004A and FFY 2004B AFCARS files. The FFY 2004 permanency profile will be recomputed by ACF when the FFY 2005A AFCARS file has been processed, so the performance figures may change. DCFS is working with ACF to replicate the permanency profile at the state level and compare the federal performance calculations with the results of the eWiSACWIS Federal Outcome reports for the four permanency national standards.

The DCFS understands that data submitted to AFCARS for some children continues to result in data being excluded from the outcome calculations. In addition, the eWiSACWIS Federal Outcome Reports or these standards have provided different results for the four permanency standards. To better understand the impact of excluding cases in the federal outcome calculations and the discrepancies between the AFCARS-based permanency data profile and comparable state eWiSACWIS reports, the DCFS has requested ACF to provide a permanency profile based on eWiSACWIS data only from the FFY 2004B and FFY 2005A AFCARS file. This resulting “B/A” file will be used by DCFS to compare cases used in the AFCARS file calculations versus the eWiSACWIS reports.

Re-entry to Care – The FFY 2004 permanency data profile shows a decrease in the re-entry rate compared with CY 2003. Analysis will be done to identify the impact on specific groups within the entire out-of-home care population.

Timely Reunification - The FFY 2004 permanency data profile shows an increase in the timeliness rate compared with CY 2003. This reverses the trend of decreasing timeliness from FFYs 2001 – 2003, so analysis will be done to compare the FFY 2004 results with prior years.

Timely Adoption - The FFY 2004 permanency data profile shows an increase in the timeliness rate compared with CY 2003. This reverses the trend of decreasing timeliness from FFYs 2001 – 2003, so analysis will be done to compare the FFY 2004 results with prior years. This measure is sensitive to the total number of adoptions completed in a year, so the state achieving record numbers of adoptions in FFYs 2002 and 2003 may have affected prior performance.

Placement Stability - The FFY 2004 permanency data profile shows a decrease in the stability rate compared with CY 2003 and a continuation of the downward trend from FFY 2001. Wisconsin still meets this national performance standard. Analysis will be done to confirm the state assumption that more complete reporting of placements in eWiSACWIS versus the legacy system is showing the true state performance for this standard versus the legacy data that overstated state performance.

State Baselines for National Standards – At this point, Wisconsin does not propose adjustments to the state baseline performance levels used to compute performance improvement targets for the PEP.

Performance Report Development

The performance reports used for the PEP include two sets of reports. The first set of Federal Outcome Reports replicate the national performance standards for safety and permanency using data directly from eWiSACWIS rather than the AFCARS and NCANDS files. The Federal Outcome Reports have been updated in Quarters 1 and 2 to ensure consistency with the federal national standards report syntax, improve report accuracy, and facilitate county use of the reports. The reports will be run on a quarterly and annualized basis and will be used to monitor performance on the national safety and permanency performance standards.

Reports Dashboard - Beginning in Quarter 2 and continuing in Quarter 3, DCFS is developing a web-based Reports Dashboard that will allow local agencies to access federal Outcome Report information in an easy-to-use graphical format. The Reports Dashboard style guide is attached. The Reports Dashboard will initially include the six national safety and permanency performance standards and a median length of stay report. The Reports Dashboard has been well received in demonstrations with local agencies and will be ready for local agency use as part of the June 28, 2005 eWiSACWIS maintenance release. The Reports Dashboard is integrated with the web-based eWReports that is used to distribute standard eWiSACWIS reports, including the Federal Outcome and PEP reports, to local agencies. Further development will be done on the Reports Dashboard to improve the functionality and add the PEP performance reports as resources permit.

eWiSACWIS PEP Reports - To develop new reports for the PEP, DCFS purchased additional services from the eWiSACWIS maintenance vendor for report development. The reports development project began in October 2004 and by the end of April 2005, DCFS completed design requirements for all of the reports. Development and testing work has been completed for most of the reports and the remaining work will be completed by June 2005. Local agency staff have been involved throughout the testing process. The reports will be run on a monthly or quarterly cycle depending on the measure, with county-specific data available to local agencies including detailed lists of the cases included in the reports.

Phase 1 of the PEP report development includes the following reports:

PEP Report Name	PEP Performance Measure	EWiSACWIS Report Number
Contacts with Children and Parents	Monthly Contacts for Ongoing Cases	CM0601
CPS Initial Assessment Timeliness	Timeliness of CPS Initial Assessments	SM06A05
CPS Safety	Safety Assessments, Plans and Services	SM06B01

Education Screen	Use of Education Screen for Ongoing Cases	SM07A01
Family Assessments and Case Plans	Ongoing Planning Family Assessments & Case Planning Timeliness	SM0801
ASFA Documentation	Timeliness of ASFA Documentation	SM10A27
ICWA Notification	ICWA Notification	SM10A28
Independent Living	Use of Independent Living Screen	SM10A29
Siblings in Placement	Extent Siblings in Placement Together	SM10A30
Medical Screen	Use of Medical/MH Screen for Ongoing Cases	SM13A01

DCFS will implement the PEP reports with local agencies beginning in July 2005. Several regional report roundtable sessions are scheduled for June 2005 to introduce the PEP reports and the Reports Dashboard. The reports will be run on a monthly and/or quarterly basis and on an annualized basis using a rolling 12 months, so that for each quarter the performance for the past 12 months can be computed.

Results of County CQI Reviews

Several action steps in the PEP rely on data from the county CQI review process that will include case reviews. As indicated in the PEP Matrix, the county CQI reviews will begin in Quarter 5. In the interim, CFSR-style limited case reviews will be conducted in three counties beginning in May 2005 as described under PEP Action Step Q.3. The limited case reviews will provide additional case results that can be added to the results from the 50 cases reviewed in the August 2003 Wisconsin CFSR. The results of the limited case reviews will be included in the Quarter 3 progress report due on September 1, 2005.

Develop Report on TPR Processing by Courts (O.6)

DCFS began working with the Director of State Courts Office (DSCO) in January 2005 to determine the feasibility of using data from the Circuit Court Automation Program (CCAP) system to monitor the timeliness of TPR court proceedings. Data is available by county on when TPR petitions are filed and when TPR orders are granted. DSCO staff produced CCAP reports in February 2005 and worked with DCFS to analyze the report output. While the CCAP system has the capacity to identify the agency filing the TPR petition, the filer of the TPR petition is not a mandatory data field so for most counties it is not possible to identify TPR petitions filed on behalf of public child welfare cases versus petitions filed for private adoptions. Thus, it was determined that the CCAP data will not be useful as a data source on TPR processing for the PEP.

The DSCO is implementing a Children's Court Initiative to establish data measures and a county review process to measure court performance on key aspects of court involvement in child welfare cases. The initiative will include use of CCAP, eWiSACWIS and court case file reviews. The DSCO is collaborating with DCFS to conduct the court case file reviews simultaneously with the county CQI reviews so that the county review process addresses both child welfare agency and court performance.

Changes to PEP Matrix

The following changes were made to the PEP Matrix. See the updated Matrix attached to this report for more information.

Action Step A - Action Step A.1 includes defining the scope of CPS intervention and development of policy standards for CPS access.

- The current benchmark tasks A.1.a 1) through A.1.a 4) and tasks A.1.b through A.1.e pertain to the Access Standards. The introductory part of Action Step A.1 is revised to specifically address the Access Standards.

Action Step B - Action Step B.1 includes the development of Safety Standards relating to safety assessment and planning, including assessment of parental protective capacities.

- The current introductory part of Action Step B.1 references updates to the CPS Investigation and Ongoing Service Standards. The comprehensive update of the CPS Ongoing Service Standards is addressed in PEP Action Step N.2. The timing for a comprehensive update of the CPS Investigation Standards is not addressed in the PEP and there are several issues outside the scope of the PEP affecting the Investigation Standards. These references are deleted.
- Benchmark task B.1.a is revised to specifically address the Safety Standards.
- Benchmark task B.1.b is revised to clarify that the Safety Standards will be issued in Quarter 4.
- The order of benchmark tasks B.1.d and B.1.e are changed.

Action Step C – The responsible parties and timeframes for Action Steps C.1.a, C.1.c, C.2.a and C.2.b are updated.

Action Step K – The measurement strategies for Action Step K include use of foster parent surveys and limited case reviews.

- Since the limited case reviews being conducted in Quarter 3 will not include stakeholder interviews, the use of limited case reviews is dropped as a measurement strategy for Action Step K.6.
- The surveys on foster parent training needs in Action Step K.6 will be incorporated into Action Step K.4 and the timing changed to Quarter 5 to be consistent with the rest of Action Step K.4.
- The result is that Action Step K.6 is eliminated and the measurement section of Action Step K is revised.

Action Step O – The measurement strategy for Action Step O is revised to clarify DCFS will explore the use of both CCAP data, as described in the data section of this progress report, and the results of county court reviews that will be done by DSCO as part of the Children’s Court Initiative.